

ADDRESS OF JAMES C. SHEPPARD, CHAIRMAN,
NINTH REGIONAL CIVILIAN DEFENSE BOARD,
BEFORE THE SAN FRANCISCO CHAMBER OF COMMERCE
AND COMMERCIAL CLUB ON WEDNESDAY, JULY 7, 1943.

Inasmuch as I am today acting in behalf of Dean Landis, I would like first of all to express to you his regret at being unable to attend this luncheon. I think you are aware of the fact that there has been some slight confusion in Washington, shall I say, between the legislative and executive branches of the government, and I think that if any one of you were charged with the same degree of responsibility which devolves upon the National Director for Civilian Defense, you would deem it your duty to remain in Washington, at least until some of the confusion is resolved.

I may also say that acting in this capacity I realize that I am pinch-hitting for one whose shoes it is difficult to fill. But, seriously, because I do act in a representative capacity, I should like to preface my remarks by a quotation from him for whom I speak.

In March of 1943 Landis stated: "Government under our system is a resultant of the three sources of federal, state and local power. It is the sum total of these forces operating upon the individual that defines his rights and obligations with reference to his community, his state, and his nation. The ways in which these forces have been weighted as against each other have always presented fascinating and significant problems in government both in peace and war. Nowhere is that more true today than in the field of civilian defense, for civilian defense either in terms of protection or in its promotion of the essential civilian war services requires the interaction of all of these forces."

These are not the words of prophecy. They are words which epitomize just good, sound, ordinary common horse-sense.

Most of us here today have spent our lives and will continue to spend them on the Pacific Coast. To my knowledge this is the only part of continental United States which has been declared by the Military to be a combat zone. Here, since the declaration of war we have possessed, I think, perhaps to a greater degree than any other portion of the country, a keen recognition of the fact that we are at war. Therefore, we have been compelled to deal realistically with the problems which war has created. The effectiveness with which we measure the degree of our accomplishment can only be determined by the scope of our efficiency when the enemy finally endeavors to disrupt the production lines on the Pacific Coast. And I am confident that irrespective of the westerly limits to which the front lines of battle are pushed, the enemy in desperation will never pass up an opportunity of bombing the important target areas on the Pacific Coast.

This question of when this coast will be bombed will not be answered by the ouija board. Neither is it going to be answered by those who, in their commuting trips from coast to coast, tell us in one breath that we will be bombed, and in their next that we are now "almost" free from danger. On this coast we know a little bit about the Japanese, their sins, their motives and their conduct. We have been trying to drum these truths into the heads of Washington since 1912, when we demanded that the Japanese be excluded from this country. For thirty

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years we suffered from the so-called peaceful invasion of these sons of the Mikado. And not until 1942 were we delivered from this menace when a great and statesmanlike soldier, whose job it is to defend this coast, had the good sense to exclude the Japanese from this area by military order.

Despite this, we have reason to believe that there are those who by trick and device would today return these Japanese to our shores. The asserted reason for this move is "liberalism" and "Americanism." But what is a liberal today, but one who realizes the fact and necessity of change? And who is there who would substitute Mikadoism for Americanism? The Supreme Court has sustained the validity of the Army's exclusion order, and this ought to end the matter, and we should be satisfied with this determination of what is required by military necessity.

The final responsibility for defending this coast rests upon the broad and capable shoulders of Lieutenant General J. L. DeWitt. I know of my own knowledge that the Army is alert and constantly ready to do its job. The only source upon which our citizens should rely for information must come from that command whose duty it is to defend our shores. And until Lieutenant General DeWitt is willing to let down his guard, we civilians have to be as equally prepared as is the Army, for our lines of production must continue. And, because we are at war, let us not be deterred from our task by casual statements or casual talk from anyone else.

So, we have to be continually in dead earnest about these problems.

In order to develop an effective and efficient mechanism of civilian defense, we have first of all to remember the three sources from which governmental power springs. It is utterly impossible to accomplish this job in either war or peace unless we possess an acute and keen recognition of these facts. These three sources of governmental power have to be closely knit together in both peace and war in order to achieve a harmonious result. Altogether too frequently we have witnessed the spectacle of one of these sources saying to the other two, that it is self-sufficient, whereupon that branch seeks to pre-empt the fields which normally would be exercised by the remaining two governmental sources. When this occurs, nothing but confusion results. When, however, we have a partnership of purpose and action actually existing between the federal, state and local governments, then indeed we are able to accomplish as a democratic nation purposes and results which startle and confound the boasted efficiencies of a dictatorship.

I like to think of a democracy as that form of government wherein rights and duties exist in the hands of individuals themselves. And we know that in a dictatorship all of these rights are gathered together in the hands of the dictator himself, and the citizens comprising that government have no rights but only duties. For some fifteen months I witnessed this process of developing civilian defense right here on the Pacific Coast. Representing the federal government we were dealing with eight different state governments and some nine hundred municipal governments. Daily we expected an attack by the enemy. In our desperation we knew the inadequacy of our preparedness, but fortunately my instructions from my boss were to recognize and to use these three fundamental sources of government, and thus achieve a unity of purpose and action. Yesterday, and by this I mean fifteen months ago, not a single one of the eight western states possessed adequate emergency powers. Today each one of them possesses them. Yesterday, not a single

one of these states possessed an adequate financing of their civilian war activities. Today every state has adequate financing and the same is true of the cities. In addition to this, these cities, and these states now possess adequate emergency powers enabling them to function in a state of war emergency, whether that emergency takes the form of a bombing or requires the harnessing of the activities of some one and one-half million of their citizens who now are enrolled and trained in the various activities of civilian defense.

That is an accomplishment which is not alone due to the activities of the federal government. On the contrary, it is an accomplishment which has resulted because of the fact that the federal, the state, and the local governments were able to work harmoniously together, not as competitors, but as partners in solving the problems created by war. So when we hear our people groaning because of confusion which exists in other portions of the country, I can safely say to you that the confusion has never existed, and does not need to exist here on the Pacific Coast. We know what our problems are; we possess the requisite ability to solve them. We have solved and are continuing to solve them by the exercise of the same ingenuity, industry, and pioneer spirit which enabled us to build this West.

In achieving our objectives, the Office of Civilian Defense very wisely followed the military pattern of organization. We found that our responsibilities were local responsibilities. Therefore, we asked for and were given sufficient autonomy to discharge these responsibilities here on the Pacific Coast. The result was that we were able to vouchsafe certainty to the state and local governments with which we dealt. In addition to this, we have possessed and now possess a Civilian Defense Board composed of the Army, the Navy, and the representatives of all the civilian agencies who have the job of execution.

And today, for just a little while I would like to tell you a story that has never before been told. I want to tell you this story because it illustrates the practicability and the necessity of having a partnership between our government, and our industry, and our citizens to the same extent that we have a partnership of our federal, state and local governments.

In the latter part of March, 1942, our office was requested by the Western Defense Command and Fourth Army to do something, and to do that something immediately, about a problem which affected, militarily, the defense of the Pacific Coast. It was a problem which required the benefit of every bit of technical advice and assistance which could be had. It was a problem which required steps to be taken to minimize the target vulnerability of the Pacific Coast. In necessity we sought out and turned to the experts in this particular field. One Saturday morning in March, 1942, we telephoned the representatives of that industry from Seattle to San Diego. We told them that an emergency had arisen requiring their assistance. We asked them to be in San Francisco on the next day, which was Sunday, to help us solve that problem. On that Sunday morning every representative whom we had requested was present. We tossed the ball to them and asked them to grapple with the problem and help us solve it. They were a querulous lot. Frankly, I think some of them thought they might see some fan dancers, and I think others thought they might be subjected to a lecture by a director of trap shooting. They gave me their promise that they would solve this problem, and they stayed there until

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the following Thursday, every one of those representatives. Finally they told me that the problem could be solved and indicated the manner in which it could be solved. From that time on and until the month of May, 1942, they continued their research, their studying, their observations and finally presented a completed plan which they assured us would have the effect of reducing the target visibility of the vital areas on the Pacific Coast. In May their plan was put into operation. In the execution of this plan we were compelled again of necessity to turn to this industry and ask them for their continued and constant assistance in helping us instruct people in how to accomplish this result, and also in helping us to police the effectiveness of their accomplishment. And gladly and willingly this same industry gave to us from their ranks some 243 technical men who were constantly at the beck and call of the local defense councils in doing this job. They are still at their posts of duty. They are still grappling with the problem daily and constantly in determining how they can best maintain and increase the efficiency of that which is required by military necessity. They assigned a member of that industry to certain of our offices -- John S. Walsh, of the Pacific Gas and Electric Company, in San Francisco, T. H. Sheperd, of the Los Angeles Bureau of Power and Light, in Pasadena, and C. T. Bakeman, of the Puget Sound Power and Light Company, in Seattle. We gladly asked for the services of this industry because we knew that the industry would respond to the necessities of patriotic endeavor just as would any other citizen, whether he serves in the Army, the Navy, or in a civilian post of duty. One of the high representatives of that industry assured me, when we asked them for this cooperation and told them the problems with which they as an industry would be faced, that we could count upon their continued cooperation to any extent required by military necessity no matter what the cost. This we have asked for; this we have received.

Some few weeks ago it was made possible for the Office of Civilian Defense to officially confer upon the groups who render a patriotic and valuable service to the cause of civilian defense, in the name of the Director of the Office of Civilian Defense, an honor award serving as an earnest of their patriotic endeavor in this field. I cannot help but pause here to pay a tribute to every single one of the thousands of civilian defense volunteers -- the air raid wardens, the auxiliary policemen -- who have participated in making this thing a success. They have done their level best in an outstanding manner. When the full story of civilian defense is written, it will be discovered that these thousands of civilian defense volunteers who have participated in this undertaking have contributed just as much to the security of the Pacific Coast as the civilian defense volunteers did in the battle of London.

And so today, for the exercise of their technical ability and ingenuity in solving the technical problems incidental to a reduction of the target visibility of the Pacific Coast;; for their wholehearted cooperation in making available adequate personnel to insure the education of the people of the Pacific Coast in the necessity for and means of accomplishment of these measures; and for the constant use of their personnel in devising and achieving the necessary means to accomplish this objective, and for their sincere, instant, and united cooperation in preparing for and maintaining on this Pacific Coast an effective dimout as

requested by the Western Defense Command and Fourth Army, the United States Office of Civilian Defense is pleased to confer upon each of the members of this industry its honor award, thus certifying to that industry and each of its participating members the constant and increasing contribution of the lighting industry to the cause of civilian defense on the Pacific Coast.

FOLLOWING LIGHTING COMPANIES RECEIVED AWARD:-

PACIFIC GAS & ELECTRIC COMPANY
San Francisco, California

SAN FRANCISCO PUBLIC UTILITIES COMMISSION, BUREAU OF
LIGHT, HEAT & POWER
San Francisco, California

MODESTO IRRIGATION DISTRICT
Modesto, California

COAST COUNTIES GAS & ELECTRIC COMPANY
Santa Cruz, California

PACIFIC POWER & LIGHT COMPANY
Portland, Oregon

PASADENA MUNICIPAL LIGHT & POWER DEPARTMENT
Pasadena, California

SAN DIEGO GAS & ELECTRIC COMPANY
San Diego, California

PUGET SOUND POWER & LIGHT COMPANY
Seattle, Washington

TACOMA DEPARTMENT OF PUBLIC UTILITIES
Tacoma, Washington

BONNEVILLE POWER ADMINISTRATION
Portland, Oregon

ALAMEDA BUREAU OF ELECTRICITY
Alameda, California

BUREAU OF POWER AND LIGHT
Los Angeles, California

CALIFORNIA OREGON POWER COMPANY
Medford, Oregon

CALIFORNIA PUBLIC SERVICE CORPORATION
Fort Bragg, California

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EASTERN OREGON LIGHT & POWER COMPANY
Baker, Oregon

GRAY'S HARBOR PUBLIC UTILITY DISTRICT NO. 1
Aberdeen, Washington

McMINNVILLE WATER & LIGHT DEPARTMENT
McMinnville, Oregon

MOUNTAIN STATES POWER COMPANY
Albany, Oregon

PORTLAND GENERAL ELECTRIC COMPANY
Portland, Oregon

PUBLIC UTILITIES CALIFORNIA CORPORATION
Crescent City, California

RIVERSIDE MUNICIPAL ELECTRIC DEPARTMENT
Riverside, California

SEATTLE DEPARTMENT OF LIGHTING
Seattle, Washington

SOUTHERN CALIFORNIA EDISON COMPANY, LTD.
Los Angeles, California

TURLOCK IRRIGATION DISTRICT
Turlock, California

WAHKIAKUM PUBLIC UTILITY DISTRICT
Cathlamet, Washington

WEST COAST POWER COMPANY
Portland, Oregon